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ABSTRACT

This report discusses licensing requirements for educational administrators in Minnesota. It describes the four areas that require licensing--superintendent, K-12 principal, director of special education, and director of community education--and offers a brief history of licensing prior to the new standards that were imposed in 1997. The post-1996 licensing requirements for educational administrators reflects the state's move to accountability in education. The preparation assessment for licensing educational administrators became competency-based, with each candidate required to demonstrate the attainment of the skills and dispositions in addition to the knowledge specified by the competencies identified in the licensing regulations. The major change is that the determination of readiness is no longer the sole responsibility of the university but is now a shared role with university personnel, licensed administrators from the field, and school-board members. The paper discusses the current requirements for licensure; the conceptual framework for training educational administrators; and the coherence between the conceptual framework and student outcomes, courses, field experiences, and program evaluation. Specific components of program coherence that are addressed include fee structures, credits, field experience, teaching experience, human relations, portfolio development, and review-panel assessment. (RJM)

**University of Minnesota
College of Education and Human Development**



**The College of Education
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UNIVERSITY OF MINNESOTA

Department of Educational Policy and Administration

Licensing for Educational Administrators

Conceptual Framework

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Licensing for Educational Administrators

Background

The state of Minnesota issues licenses for educational administrators in four areas. They are the Superintendent, K-12 Principal, Director of Special Education and Director of Community Education. As a result of multiple years of collaborative study and development by representatives of the Department of Children, Families and Learning (CFL), professional organizations and universities, new requirements were created governing the licensing of educational administrators. These new rules became effective January 1, 1997.

Minnesota's pre-1997 licensure requirements for educational administrators reflected a traditional "seat time" approach to training. As is the current case, universities were the preparation agents of the state, but the program requirements were primarily course driven with a 200-hour field experience requirement in a general area of educational administration. Candidates were required to complete a master's degree plus 45 quarter credits in an "administrative approved program." Each licensing institution identified a core of courses that all candidates were required to complete prior to being recommended for licensing in a particular licensure area to the Department of Children, Families and Learning. Most of the courses required for each license were the same, with a few exceptions addressing each specific license. During this era principals earned either an elementary or secondary license.

The post-1996 licensing requirements for educational administrators (M.R. Chapter 3512 State Board of Education) reflect the State of Minnesota's move to accountability in education. The new licensing requirements address the gap between knowing and doing. As Ubben and Hughes state in their book The Principalship: Leadership for Effective Schools, 1997, p. 244:

Knowledge is a start, but it is insufficient to cause or even reasonably predict behavior change. ...knowledge does not equate to ability or even desire. There is a chasm between "knowing how to" and "being able to," or "wanting to." One of the most difficult human resource development problems is behavior change.

Similar to the Minnesota graduation standards' focus for K-12 education, the preparation assessment for licensing educational administrators is now competency-based. The potential for greater depth has been added to licensing preparation by requiring each candidate to demonstrate the attainment of the skills and dispositions in addition to the knowledge specified by the competencies identified in the licensing regulations. In this approach action and contemplation go hand-in-hand. A major change in the assessment process is that the determination of readiness is no longer the sole responsibility of the university but is now a shared role with university personnel, licensed administrators from the field and school board members (M.R. 3512.0400 Subp.3). Another significant modification regarding the principal's license is a shift from issuing separate elementary and secondary licenses to one k-12 principal's license.

The competencies identified in each licensure area for educational administrators in Minnesota are the product of extensive research and development on a national level. Superintendent competencies reflect the compilation of work published in Professional Standards for the Superintendency, which is a study commissioned by the American Association of School Administrators. Its chairman was John Hoyle. The document was reviewed by 100 leaders in education, business, government, and other life-roles that provided suggestions in the development of these standards (American Association of School Administrators. Professional Standards for the Superintendency, 1993, Arlington, VA, p.1.)

The competencies identified for the K-12 Principal mirror those identified in a study published by the National Policy Board for Educational Administration titled Principals For Our Changing Schools; Knowledge and Skill Base, 1993, Fairfax, VA. The publication was edited by Scott D. Thomson. The Minnesota regulation names the 21 areas as "competencies". The National Policy Board resource identifies them as the 21 domains of knowledge and skills. Milton D. Hakel, Regents Scholar and Professor of Psychology from Bowling Green University in Ohio and his associates developed the domain framework. Each domain had a writing team. There were 102 persons involved in the writing of this book and, additionally, other professionals carefully reviewed each section.

The competencies identified for the Director of Community Education license are based on three key books in the field. The Community School, by W. Fred Totten and Frank J. Manley, published by the Allied Education Council in Galiem, Michigan in 1969; Community Education: A Developing Concept by Maurice F. Seay and Associates, second printing, Pendell Publishing Company, Midland, Michigan, 1977; and Reforming Public Schools Through Community Education by Jack D. Minzey and Clyde E. LeTarte, published by Kendall/Hunt Publishing, Dubuque, Iowa in 1994.

The current requirements for licensure are as follows:

Superintendent, K-12 Principal, and Director of Special Education

- 60 semester or 90 quarter credits, from an accredited university, beyond the bachelor's degree including one of the terminating degrees; master's, specialist or doctorate
- Completion of the following number of field experience hours within a 12-month period:
 - 320 clock hours - for the superintendent license
 - 320 clock hours - for the principal license
 - 200 clock hours - if previously licensed as an elementary or a secondary principal and adding the K-12 license
 - 200 clock hours - for the director of special education
- A minimum of three years teaching experience for principal and superintendent
A minimum of two years teaching experience in special education for the director of special education
- A human relations course
- Demonstration of the attainment of knowledge, skills, and dispositions in the areas of competencies for each license to a review board made up of practitioners from the field and university personnel.

Director of Community Education

- A baccalaureate degree plus 20 semester or 30 quarter credits
- Completion of 200 field experience hours within a 12-month period
- A human relations course
- Demonstration of the attainment of knowledge, skills, and dispositions in the areas of competencies for the director of community education to a review board made up of practitioners from the field and university personnel.

Conceptual Framework

The University of Minnesota, Department of Educational Policy and Administration, has collaborated extensively with a variety of sources in the development of the conceptual framework for delivery of training in the Licensure for Educational Administrators Program. At each step written information has been provided that is shared with professional education faculty, candidates, and other members of the professional community.

Some of the organizations, advisory groups and individuals consulted and their roles are:

1. Licensure Advisory Committee - This group is made up of representatives from the superintendents' association, elementary and secondary principals' associations, school board association, teachers' and parents' associations as well as representatives of the Department of Educational Policy and Administration. After the initial meeting of the smaller group the advisory committee was expanded to include all of the licensure course instructors plus some additional practitioners from greater Minnesota as well as urban and suburban school districts. The advisory board provided input and feedback on the foundation premises upon which the program was built. It continues to provide substantive advice on the ongoing implementation and development of the program.
2. Members of the Department of Educational Policy and Administration - All members of the Educational Administration faculty have been provided with ongoing information on the development of the program through department meetings and small group informational and feedback sessions. Fundamental conceptual support along with start-up resource allocations were provided or procured by the leadership within the department or at the college level. There is cooperation among degree program instructors in identifying the alignment of individual licensure competencies to degree program courses.
3. Candidates - The candidates are considered and treated as partners in the ownership and ongoing evaluation and development of the licensure program. Assessment opportunities are provided for all licensure program courses and feedback is encouraged in all other aspects of the program. Wherever possible and appropriate the input from candidates is incorporated into program improvements. In addition to the verbal and written assessments associated with each course, a written program evaluation is requested from each candidate after the candidate has obtained the administrative license.
4. Program lecturers - Licensure program courses are taught by professionals from the field with doctorate degrees. Each licensure course has been developed to address an individual competency or set of competencies required within the licensure regulations. Each lecturer contributes in a number of ways to the program:

- They identify critical questions, issues, knowledge, and opportunities to practice skills to develop proficiency in each competency.
 - The lecturers as a team have met to develop a shared understanding of the focus and mission and requirements of the licensure program.
 - The lecturers have been surveyed to provide insight into the differences in preparation between the pre and post 1997 licensure processes and their observations of its impact on administrators entering the field.
 - The lecturers serve as public relations emissaries for the University's licensure program.
5. Department of Children, Families and Learning (CFL) - To open communications and assure greater validity and reliability within and among licensure programs in the state, the University of Minnesota's Coordinator of Licensing for Educational Administrators worked with the Personnel Licensing Team Leader for the Department of Children, Families and Learning to establish twice-a-year joint meetings with representatives of all of the university licensing programs in the state and licensing personnel at CFL. The University of Minnesota coordinates the meetings and produces the minutes that have begun to serve as a resource to assure common practices and interpretations of the licensure regulations. The licensing rule requires that the current licensing for educational administrators' regulations will be reviewed by CFL every two years. The first review must take place in 2000. The University of Minnesota's program will seek representation on all review committees.
 6. Professional groups - Professional groups have served as resources to provide evaluative comments and input for continuous development. A variety of professional groups have heard presentations on the University of Minnesota's licensure program and provided constructive feedback in return. Some of them are: Minnesota Association of Secondary School Principals, Minnesota Elementary School Principals Association, Minnesota Association of School Administrators, Minnesota Administrators for Special Education, Minnesota Community Education Association, Scholia, and Midwest Council for Educational Administration.
 7. Data collection - With the implementation of the 1997 licensure regulations the University of Minnesota's program has instituted a new data base system which allows the program to collect a variety of data to assist in programmatic evaluation and development.

Coherence between the Conceptual Framework and Student Outcomes, Courses, Field Experiences and Program Evaluation

The Licensure Program for Educational Administrators at the University of Minnesota is a non-degree program. Though candidates enrolled in an Ed.D. or Ph.D. program may also be working toward an administrative license with all courses in the doctoral program counting in fulfillment of the credit requirement for licensure, the candidate must complete all of the licensure requirements along with, or in addition to, the degree program requirements. The two programs are, in a sense, parallel programs, supporting but not taking the place of the other.

The architects of the 1997 licensure regulations crafted requirements that allow for individualization of candidate preparation while establishing more rigorous standards for assessment of competence for all candidates. One of the clearest and most adamant recommendations of the licensure advisory groups was to develop the University of Minnesota Licensure for Educational Administrators Program true to a competency based philosophy of training and assessment to the greatest extent possible. This was voiced in the early stages of development of the program and frequently since.

The implementation of such a concept has meant that individuals entering the program are able to do so at different stages, complete different groupings of courses, and demonstrate competencies based on a variety of differing experiences including those outside of education. The concept also means that each candidate will have his or her own unique length of preparation period between entering the program and appearing before the review panel for final assessment.

To maintain coherence between the intent of the licensing regulations, the conceptual framework of the University's program, and the student outcomes or "competencies" as stated in the regulations for each individual license, the following components of the program have been developed. They have been modified and improved as a result of evaluations solicited on an ongoing basis:

5. Fee structure - The Licensing Program for Educational Administrators is a labor-intensive program with a College expectation that it be cost effective. A creative funding approach has been established to allow candidates the flexibility of proceeding on a competency basis without encumbering requirements that are typically essential for revenue generation. All candidates are assessed a \$450.00 licensing program fee. In addition they pay for individual credits taken at the University of Minnesota. Included in the fee is the opportunity to take the Administrative Portfolio Seminar, a requirement of the program, for no credit and no additional charge.
6. Credits - Conceptually, the credit requirement of 90 quarter or 60 semester post-baccalaureate credits and the demonstration of competencies are considered two separate requirements in the University of Minnesota program. Courses taken throughout the candidate's academic career are all accepted toward accumulating the number of credits necessary to meet the credit requirement but may not provide training in the knowledge, skills, or dispositions necessary to demonstrate proficiency in each of the competencies. When the credit requirement is earned outside of the field of educational administration, the candidate will need to gain the knowledge, skills and dispositions required in the competencies either by taking additional credits in courses addressing the competencies or through field experiences. In any case, once the number of credits has been earned to address the credit requirement, the candidate has the flexibility to attain competency proficiency in a self-selected manner.
7. One-credit licensure courses - An analysis was done of all of the competencies included in each of the individual licenses to determine knowledge, skills and dispositions inherent in the wording of each. From this review a series of one-credit licensure courses was developed.

Each course addresses one or more of the competencies. The courses are taught by lecturers who have earned a doctorate degree and are practitioners from the field with special expertise and interest in a particular area of instruction. Each one-credit semester course meets five times for a total of fifteen hours of in-class time. In addition students are expected to complete approximately 27 hours of out-of-class work. All of the courses are offered on an S/N basis. Each individual candidate selects the classes to fit his or her needs based on individual competency deficiencies. The only one-credit course that is **REQUIRED** of all candidates, with the exception of those who are already licensed school administrators and returning to add a second endorsement, is the Administrative Portfolio Seminar. The Administrative Portfolio Seminar is a supportive course designed to help candidates prepare individual portfolios and oral presentations for the review panel assessment process. It is also where the candidate completes a pre-assessment of competencies and submits a program plan.

8. Three or more credit courses- In addition to the one-credit courses, candidates may take other courses offered within the department and use the credits in the licensure program. This is typically done with candidates who are also enrolled in a doctorate program. For each licensure area there is a three-credit overview course that is required for each candidate working toward a particular license. They are:
 - For the Director of Special Education license, EdPA 5368 Special Services Policy and Administration
 - For the K-12 Principal license, EdPA 5321 The Principalship
 - For the Superintendent license, EdPA 5322 School Superintendent: Leadership for the 21st Century
 - For the Director of Community Education license, WCFE 5990 Education in Community: An Overview.

The third of the three course **REQUIREMENTS** in the licensure program is a minimum of three credits in EdPA 5396 Seminar: Clinical Experiences. Candidates may take this course for up to 6 semester credits with a maximum of three credits each semester.

To assist the candidate in determining alignment of licensure competencies in courses within the department, a chart has been developed and is published on the program's website. The University of Minnesota licensure program web address is:
<http://edpa.coled.umn.edu/>.

5. Field experience - The field experience is the cornerstone of the licensure program. A minimum of three credits is required for each candidate in the area of license pursued. If a candidate is working toward more than one license, a separate field experience is required in each of the areas. Candidates are required to seek their own mentor and location for the field experience. Each candidate has a mentor from the field and from the University.

An extensive document called the Letter of Commitment has been developed for each license which states the purposes, general expectations, required projects, elective projects and contains a signatures page. The original version of projects was authored by three University staff all of whom have had extensive experience in the field prior to joining the University.

Since the initial document multiple projects have been added and adjustments in wording have been made due to the requested critiques of professional groups, individual practitioners, and candidates who have field-tested the document. The primary goal of the field experience is to provide opportunities for candidates to be participants in rather than observers of the roles.

6. Teaching experience - The teaching experience requirement for each license area varies. The Director of Community Education license does not require any teaching experience, and the Director of Special Education applicants must have a minimum of two years of teaching experience in special education while holding a license for the position. School psychologists and school social workers are considered special education teaching positions for purposes of this license.

Teaching experience for K-12 Principal and Superintendent are somewhat more complicated. In most cases for both licenses, three years of "classroom" teaching experience in a licensed area is required. "'Classroom teaching license' means a license valid to teach elementary school, secondary school subjects, pre-kindergarten or kindergarten to grade 12 subjects. It does not include limited licenses, provisional licenses, intern licenses, post-secondary vocational licenses, or secondary vocational licenses based on criteria other than degree requirements" (M.R. 3512 Subp.2 . Teaching experience, p 1). At a meeting with licensing personnel for the Department of Children, Families and Learning "teaching experience" was further defined. For these two licenses school psychologists, school social workers, preschool teachers and other areas are not considered "teaching" to fulfill the three-year teaching requirement.

There is, however, a special clause in the licensing regulation, M.R. 3512.0700 Administrative Licensure Without Teaching Experience, that allows individuals without any teaching or teaching license to become licensed as a K-12 Principal. The candidate is required to complete "one-school year of classroom experience." The requirements within that year are described as "an applicant shall have experience in curriculum, school organization, philosophy of education, and elementary and secondary schools." A year of teaching experience is considered 1050 hours. The University has the authority of determine what experiences will be accepted.

M.R.3512.00700 Subp.4. p.14. M.R.3512.0800 Alternative Licensure for School Superintendents allows individuals with no teaching experience to become licensed by applying directly to the manager of the licensing team (Subp. 3.). In this case the applicant must demonstrate "substantive experience and education in administration, supervision, management, and executive leadership, in either education, health care business or industry, labor or government" (MS 3512.0800 Subp. 2. p 15).

7. Human relations - The human relations requirement at the University of Minnesota is met upon completion of a six credit course. Each university has the leeway to determine the length of the course to fulfill this requirement for a Minnesota teaching license. As all candidates coming into the program with a Minnesota teaching license have already met the human relations requirement, the only candidates who must focus on this aspect of licensure

are those aspiring administrators coming from another state or enrolling without a teaching license

8. Pre-assessment – Upon acceptance into the licensing program candidates are encouraged to begin by enrolling in the Administrative Portfolio Seminar. One of the purposes of this class is to help candidates identify the competencies that have been mastered and those needing further development. In the pre-assessment candidates determine if there is alignment of course content in each of the courses previously taken in and outside of educational administration with each of the required competencies in the specific licensure area.

Where opportunity to learn cannot be demonstrated the candidate includes licensure courses, workshops and field experiences addressing the specific content area in the individual's program plan. The individual program plan is an important tool in preparation for the final assessment, which is before the Review Panel.

9. Portfolio development – Throughout the candidates program the individual is engaged in the development of a portfolio. The portfolio is a compilation of exhibits selected to demonstrate knowledge, skills and dispositions in each of the categories and sub-categories of competencies. It is a reflective process with candidates required to complete reflections for each exhibit or grouping of exhibits addressing the same competencies. The reflections require higher order thinking, at the synthesis level, for each of the competencies in the licensure areas.

Portfolios are individualized with the flexibility of allowing each candidate to create a portfolio reflecting one's individual personality as well as learning and work styles. All portfolios must include a statement of philosophy, resume, vita, transcripts, and multiple exhibits for each competency with reflections.

The University of Minnesota has engaged in a study that identifies the key questions a member of the review panel would be listening for to determine if a candidate is proficient in a particular competency area. This was done to assure that the portfolios are reflective of essential knowledge and practice rather than a scrapbook. Those interviewed were also surveyed to identify ways in which the knowledge, skills or dispositions inherent in the key questions could be exhibited. For example, a key question may be, "Does the candidate have an understanding of how to build a master schedule for a secondary school?" This would be an exhibit for data gathering, data analysis and judgment. The exhibit would be the inclusion of a master schedule with a reflection establishing the amount of involvement that the candidate had in developing the schedule.

The key questions have been provided to licensure candidates to assist them in identifying quality exhibits for the individual's portfolio and to provide added insight into the content of a quality field experience. The questions have also been useful in the pre-assessment process. Over 250 educational administrators have been surveyed to identify the key questions.

10. The Review Panel assessment – Each review panel is three or more members in size and is made up of representatives of the University and the field. At least one member of each panel is licensed in the area the candidate is pursuing. Members of the review panel must be non-biased. Therefore, assessors selected for an individual panel do not have a collegial or personal relationship with the candidate.

Review panels are scheduled one or more days per month depending on need with the potential of four separate teams assessing different candidates simultaneously. Each team has a facilitator trained by the Coordinator of Licensing. The role of the facilitator is to provide introductions, and get the review started. The facilitator also takes notes for the panel on the Licensure Portfolio and Evaluation Form and conducts the post-review deliberations of panel members to determine if the candidate has passed all of the competencies or if there are deficiencies. If further development is required the facilitator writes the Professional Development Plan on behalf of the review panel.

The candidate has a two hour period of time to present his or her portfolio, address course training, and discuss field experiences with the goal of demonstrating competence in all the categories and sub-categories of each license. Candidates must have completed a minimum of 200 hours of field experience before appearing before a review panel.

Approximately 40% of the candidates are provided a Professional Development Plan upon completion of a first review panel session. The Professional Development Plan lists the requirements needing additional preparation. Suggestions for attainment of the incomplete competencies are also provided. When the candidate has completed the Professional Development Plan he or she schedules the next review and addresses only those competencies identified for further study.

Upon successful demonstration of all competencies and the completion of all other licensing requirements a notation of the same is recorded on the candidates official transcript. Once an official copy of the University of Minnesota transcript, with notation of completion of the licensure program, is provided to the Coordinator of Licensing a letter to the Personnel Licensing Team Leader at the Department of Children, Families and Learning is prepared. This letter attests to the candidate's completion of all requirements for a particular administrative license.

In addition to the letter to the Personnel Licensing Team Leader other information and documentation included in the packet of information sent to the CFL include: the candidates application and culminating requirements forms, official copies of transcripts with the mailing envelopes from the issuing institutions, a copy of the individual's teaching license, the state application form and a check for \$47.00 made out to the Commissioner of Children, Families and Learning. If this is an initial Minnesota license a finger print card is also required. This entire packet is reviewed in the Department of Student and Professional Services where the official college signature is affixed. A copy of the candidate's portfolio, pre-assessment and Licensure and Evaluation form as retained on file in the office of the Coordinator of Licensing for Educational Administrators.

Upon completion of the requirements for licensure, including sending the individual's endorsement to the Department of Children, Families and Learning, the candidate is issued a Certificate of Completion for the licensure program from the University of Minnesota, College of Education and Human Development, Department of Education and Human Development.